

**ORDINANCE NO. 2016-09**

**ORDINANCE AMENDING THE FOREST GROVE COMPREHENSIVE PLAN MAP TO  
DESIGNATE THE SOUTH URBAN GROWTH BOUNDARY ADDITION AS CAMPUS  
EMPLOYMENT (600 ELM STREET, WASHINGTON COUNTY TAX LOTS  
1S30000100 AND 1S306D000700); FILE NO. 311-15-00032-PLNG**

**WHEREAS**, The City of Forest Grove approved Ordinance 2014-01 and 2014-02 updating the Forest Grove Comprehensive Plan; and

**WHEREAS**, the updated Forest Grove Comprehensive Plan includes a new plan designation title Campus Employment; and

**WHEREAS**, the Campus Employment Comprehensive Plan designation is an employment plan designation intended for development of industrial and office parks with a high level of amenity value including landscaping and open space; and

**WHEREAS**, the Campus Employment designation is intended to allow for industrial and corporate office uses and supporting service activities; and

**WHEREAS**, in 2014, the Oregon Legislature passed House Bill 4078 modifying the Portland regional urban growth boundary including approximately 38 acres of land south of the Taylor Way Industrial Park near the Elm Street terminus; and

**WHEREAS**, the City desires to amend the Comprehensive Plan map to designate said 38 acres south of the Taylor Way Industrial Park as Campus Employment; and

**WHEREAS**, on February 15, 2016, the Planning Commission held a duly-noticed Public Hearing on the proposed Comprehensive Plan map amendment; and

**WHEREAS**, the Planning Commission adopted Planning Commission Findings and Decision Number 16-04 recommending approval of the proposed Development Code amendments; and

**WHEREAS**, the City Council held a duly-noticed Public Hearing on the proposed ordinance on March 28, 2016, and continued the hearing on April 11, 2016.

**NOW THEREFORE, THE CITY OF FOREST GROVE ORDAINS AS  
FOLLOWS:**

**Section 1:** The City Council of the City of Forest Grove hereby amends the Forest Grove Comprehensive Plan map as shown on Exhibit A.

**Section 2:** The City Council hereby adopts the Planning Commission's Findings and Decision 2016-04 as shown on Exhibit B.

**Section 3:** The City Council hereby finds that the proposed amendments are consistent with and meet the provisions of the Forest Grove Comprehensive Plan Pertaining to Comprehensive Plan Map Amendments as shown on Exhibit B.

**Section 4.** This ordinance is effective 30 days following its enactment by the City Council.

**PRESENTED AND PASSED** the first reading this 28<sup>th</sup> day of March, 2016.

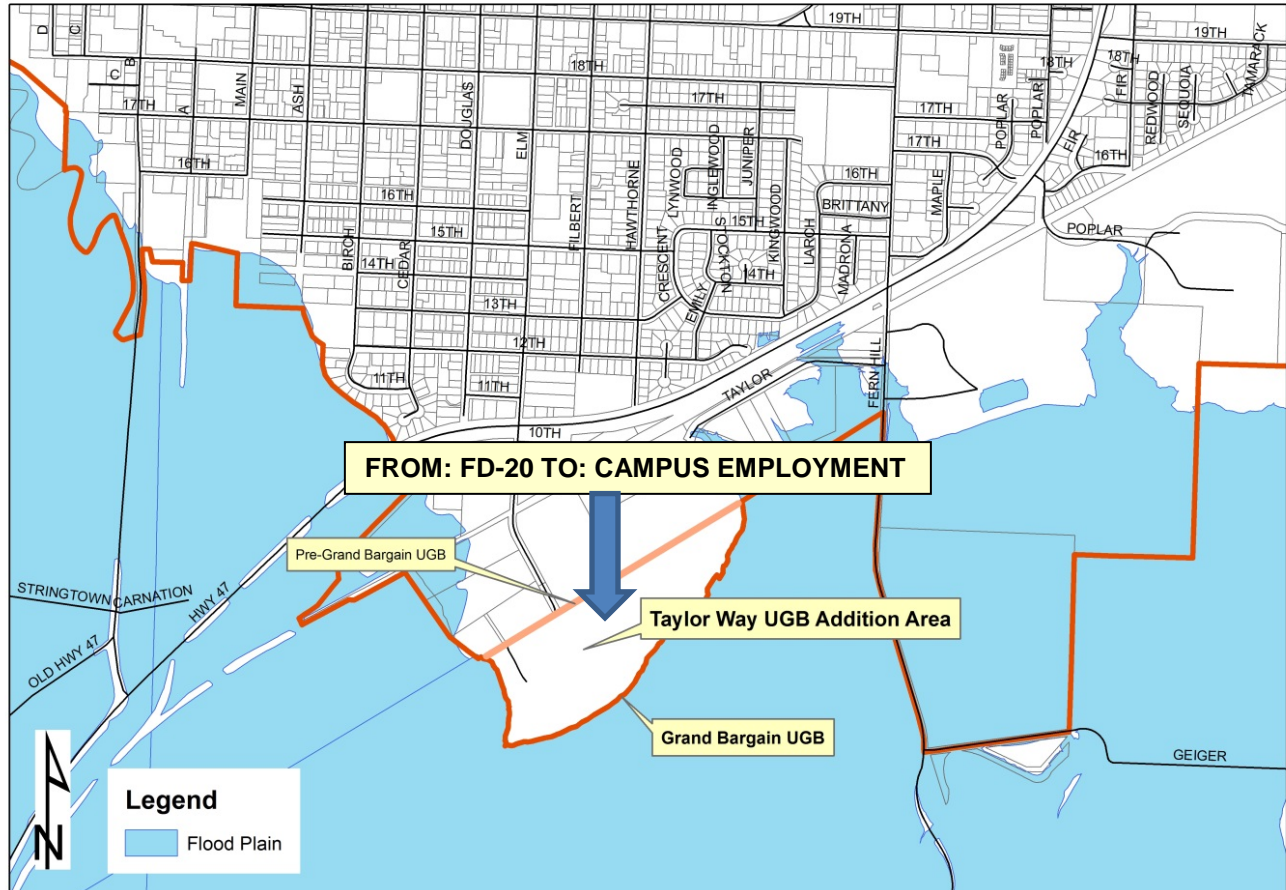
**PASSED** the second reading this 11<sup>th</sup> day of April, 2016.

  
Anna D. Ruggles, City Recorder

**APPROVED** by the Mayor this 11<sup>th</sup> day of April, 2016.

  
Peter B. Truax, Mayor

COMPREHENSIVE PLAN AMENDMENT  
FILE NO. 311-15-00032-PLNG



**Planning Commission Findings and Decision Number 2016-04  
Legislative Amendment to the Forest Grove Comprehensive Plan Map to Assign Campus  
Employment Designation to “Haworth” Property  
File Number: 311-15-00032-PLNG**

WHEREAS, on January 24, 2014, the City of Forest Grove approved Ordinance 2014-01 and 2014-02 updating the Forest Grove Comprehensive Plan; and

WHEREAS, the updated Forest Grove Comprehensive Plan includes a new plan map designation known as Campus Employment; and

WHEREAS, the Campus Employment designation is intended for development of industrial and office parks with amenities including landscaping and open space; and

WHEREAS, in 2014, the Oregon Legislature adopted House Bill 4078 which added approximately 38 gross acres of land to the urban growth boundary adjacent to the Forest Grove city limits south of Hwy. 47, near the Elm street terminus and south of the Bonneville Power Administration’s easement and north of the revised floodplain boundary; and

WHEREAS, the new urban growth boundary area includes portions of Washington Tax Lots 1S3070000100 and 1S306D000700 owned by Hally L. Haworth; and

WHEREAS, the City desires to designate the new urban growth boundary are Campus Employment on the Forest Grove Comprehensive Plan map; and

WHEREAS, the Planning Commission held a duly noticed public hearing on the proposed amendment on February 15, 2016; and

WHEREAS, notice of the proposed amendments was mailed to property owners and residents within 300 feet of the subject site as required by Development Code Section 10.1.610; and

WHEREAS, notice of this request and public hearing was published in the Forest Grove News-Times on February 10, 2016; and

WHEREAS, a staff report addressing the review criteria and applicant’s submittal was published on February 8, 2016; and

WHEREAS, the Planning Commission deliberated on the proposed Comprehensive Plan Map amendment and accepted the staff recommendation.

Now Therefore, The City of Forest Grove Planning Commission does hereby recommend City Council approval of the legislative amendment to the Forest Grove Comprehensive Plan Map to assign the Campus Employment Designation to the “Haworth” Property as described in the staff report and exhibits dated February 15, 2016, making the following specific findings in support of this decision:

## 1. Comprehensive Plan Policies

The Comprehensive Plan contains policies governing where certain Comprehensive Plan designations should apply. The land use location factors for the Campus Employment designation include:

A. Greater than 25 acres:

Finding: The subject property is 38 gross acres which is greater than 25 acres

B. Direct access to arterial:

Finding: The subject property has access to an arterial street (Highway 47) via Elm Street. This access is direct as it is the shortest route.

C. Buffered from surrounding residential and agricultural uses:

Finding: The site is not adjacent to residential areas.

Finding: the Floodplain provides a natural buffer with agricultural uses.

Finding: Article 2 of the Development Code requires site Development Review. This review applies to all development on vacant sites. The review criteria require that site plan ensures reasonable compatibility with surrounding uses.

In addition to the findings above, the Campus Employment designation implements Comprehensive Plan policies related to ensuring an adequate supply of land for office campus development. The Comprehensive Plan (Policy 8.2) supports designating between 55 and 70 acres of land for office and office campus development outside the Town Center. Applying the Campus Employment designation to the 38 acre UGB expansion area will help achieve the Comprehensive Plan policy.

The proposed Campus Employment designation complies with the Comprehensive Plan policies as described above.

## 2. Statewide Land Use Planning Goals

Goal 9: Economic Development (To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens).

- A. Campus Employment designation consistent with EOA findings
- B. Provides for a supply of land for a variety of industrial and office activities consistent with the comprehensive plan
- C. Compared with residential or community commercial the Campus Employment Designation is compatible with adjacent industrial area to north and agricultural areas to south.

Finding: Assigning the Campus Employment Comprehensive Plan designation to the subject property will create direct benefits in terms of traded-sector jobs since the designation limits uses to primarily industrial or traded-sector industries including offices associated with traded-sector industries. Anticipated retail will be incidental to industrial or traded sector development.

Goal 12: Transportation (To provide and encourage a safe, convenient and economic transportation system).

Finding: Goal 12 is implemented through Oregon Administrative Rules (OAR) Chapter 660-0012-0060. This chapter is also called the Oregon Transportation Planning Rule (TPR). Under OAR 660-0012-0060 an analysis must be done to demonstrate whether a proposed comprehensive plan amendment may have a significant effect on a transportation facility. Findings related to the TPR analysis are provided below.

Under the TPR a plan amendment significantly affects a transportation facility if it would:

- a. Change the functional classification of an existing or planned transportation facility;
- b. Change the standards implementing a functional classification system;
- c. Result in any of the following effects:
  - a. Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility
  - b. Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or degrade performance of an existing or planned transportation facility that it is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

The preceding considerations are discussed below.

- a. Finding: The proposed Comprehensive Plan amendment to designate the subject property Campus Employment will not change the functional classification of an existing or planned transportation facility. Elm Street is designated a collector and Highway 47 is designated a primary arterial in the Forest Grove Transportation Plan. The Oregon Highway Plan designates Highway 47 as a regional route. These classifications will not change as a result of the proposed amendment.
- b. Finding: The proposed amendment will not change the standards implementing the functional classification system contained in the TSP. The functional classification system provides a street hierarchy is based on access, mobility, multi-modal transportation and facility design. The subject property is located adjacent to a collector street (Elm Street) which feeds directly into a primary arterial roadway (Highway 47). The proposed amendment does not require changing the functional classification of either Elm Street or Highway 47.
- c. Finding: The type of traffic (auto and freight) and level of traffic described in this report is not inconsistent with the functional classification of existing facilities. This includes Elm Street (collector) and Highway 47 (primary arterial).

The proposed Comprehensive Plan amendment could degrade the performance of the Highway 47/Elm Street intersection such that it would not meet performance standards identified in the TSP and Comprehensive Plan. Both the TSP and Comprehensive Plan establish a minimum acceptable level of service as LOS D. On ODOT owned facilities the minimum level of services is based on a volume to capacity (v/c) ratio. The minimum acceptable v/c ratio is 0.99. Currently, the TSP shows the Highway 47/Elm Street intersection functions with LOS A/D and v/c ratio of 0.45. Currently, the intersection meets or exceeds acceptable standards. As noted above, ADT at the Highway 47/Elm Street intersection has fallen from 14,205 vehicles to 11,400 vehicles. This suggests the intersection has capacity to absorb additional traffic and maintain current level of service.

The 2035 preferred alternative mitigated intersection analysis for the TSP update shows an ideal flow of 1,800 vehicles per hour per lane during the afternoon peak. The 2035 mitigated volume on Highway 47 is 734 vehicles per hour for the westbound through movement and 488 vehicles in the eastbound through movement. The northbound movement from the industrial park on Elm Street is about 45 vehicles per hour for all movements (Attachment C). The southbound movement on Elm Street from the Town Center is about 270 vehicles per hour. This indicates that traffic generation from the industrial park is not a problem. Rather, traffic on Elm Street from the Town Center is more of a concern.

The Forest Grove TSP projects future intersection operations for the Year 2035 based on added local street connectivity. The Highway 47/Elm Street intersection is projected to operate at a level of service of A/F with a v/c ratio of 1.20. The level of service on the ODOT-owned facility remains at a level of service of A. The Elm Street traffic, however, will likely encounter average delay of 172 seconds if current intersection control remains with stops signs on Elm Street.

The Highway 47/Elm Street intersection meets Manual of Uniform Traffic Control Device (MUTCD) preliminary traffic signal warrants (Attachment C). As such, the Highway 47/Elm Street intersection is a possible candidate for full traffic signal control. Such improvement could improve intersection performance to acceptable standards. It should be noted, however, that meeting traffic signal warrants does not guarantee that a signal will be installed but provides data that could be used with engineering judgment. While the Highway 47/Elm Street intersection meets preliminary traffic signal warrants the City recognizes that approval of the proposed Comprehensive Plan map amendment may result in additional motor vehicle traffic congestion and that other facility providers (ODOT) is not expected to provide additional capacity for motor vehicles in response to this congestion.

In addition to intersection optimization to improve traffic transportation demand management (TDM) programs could help alleviate traffic. TDM Programs include increasing transit service. A more complete bicycle network could also help reduce vehicle demand.

Under the TPR, if a local government determines there would be a significant effect from the proposed amendment, then the local government must ensure that the land use allowed by the amendment are consistent with the identified function, capacity and performance standards of the facility measured at the end of the planning period. This can be approached in a number of ways including amendment the TSP to include transportation improvements adequate to support the proposed land uses. The TSP includes a project to improve the operation of the Highway 47/Elm Street intersection. As required by the TPR (OAR 660-012-0060-4(b)) the project is included on the financially constrained project list meaning funding is expected to be available during the planning period. The estimated project cost is \$520,000 with anticipated completion within the next six to ten years. Actual timing will be largely dependent on development. An amendment to the TSP is not necessary to support the proposed amendment.

The TPR provides the option to mitigate potential traffic impacts including requiring a condition of development approval or through a development agreement or similar technique. The Forest Grove Development Code allows for the use of development agreements to implement goals, policies or programs of the Comprehensive Plan (including the Transportation System Plan) or for the development of land.

The Development Code (Section 10.1.225) describes land use application requirements. As part of the land use application process, the Community Development Director may require a transportation study when a proposed project would have potential traffic circulation or safety impacts, need for off-site improvements or would increase traffic on City streets by at least 50 peak hourly trips, or a transportation study is required by the Oregon Department of Transportation. This provision ensures that potential traffic impacts are mitigated through the development approval process.

Goal 14: Urbanization (To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities).

Finding: The subject property was added to the urban growth boundary in 2014. Currently, the subject property is zoned Future Development by Washington County. As noted earlier this is a County holding zone applied to urbanizable land within the urban growth boundary. Applying a City Comprehensive Plan Designation to the subject property promotes the efficient transition from rural to urban land by removing one obstacle to development.

### 3. Metro Regional Framework Plan

The following section demonstrates how the proposed Comprehensive Plan Map amendment complies with the Metro Regional Framework Plan. The Metro Regional Framework Plan establishes the regional vision for growth. The Framework Plan address land use, transportation, parks and open space, water, and geological hazards. Land use and transportation are the elements pertinent to the proposed Comprehensive Plan amendment as described below.

The proposed Comprehensive Plan amendment is consistent with the following policies contained in the Framework Plan:

Policy 1.4.1 Economic Opportunity: Locate expansions of the UGB for industrial or commercial purposes in locations consistent with this plan and where, consistent with state statutes and statewide goals, an assessment of the type, mix and wages of existing and anticipated jobs within subregions justifies such expansion.

Finding: The UGB expansion is adjacent to the Taylor Way Industrial Park. The area is suitable for the types of industrial activities promoted by the Campus Employment designation. The designation is consistent with state statutes and statewide goals including statutes and goals related to land use and transportation. The designation is consistent with statewide goals related to economic development as described by Land Use Planning Goal 9 (Economic Development). Goal 9 requires that Comprehensive Plans and policies contribute to a stable and healthy economy in all regions of the state. Designating the subject for Campus Employment development is consistent with Goal 9 since the designation will expand local employment opportunities contributing to a stable economy.

Policy 1.4.2 Economic Opportunity: Balance the number and wage level of jobs within each subregion with housing cost and availability with that subregion.

Finding: The proposed Comprehensive Plan amendment increases the opportunity for jobs in the western-Washington County. Designating the subject property Campus Employment will help balance the number and wage level of jobs within the western-Washington County. The Campus Employment designation provides opportunity for a variety of activities including in the high-technology sector. As stated in the EOA, the high-technology sector enjoys a relatively



high average wage per worker of \$75,838. This type of employment will balance lower wage levels of retail and service jobs in Forest Grove.

Policy 1.5.3 Economic Opportunity: Ensure that all neighborhoods and all people have access to opportunity and share the benefits, as well as burdens, of economic and population growth in the region.

Finding: Designating the site Campus Employment provides opportunity for local residents to share in economic benefits through increased employment opportunities.

Policy 1.7.1 Urban/Rural Transition: Ensure that there is a clear transition between urban and rural land that makes best use of natural and built landscape features and that recognizes the likely long-term prospects for regional urban growth.

Finding: The southern boundary of the property subject to the Comprehensive Plan amendment is coterminous with the urban growth boundary. As such the property is at the urban/rural interface. The Campus Employment designation promotes a transition between agricultural uses to south and more intensive industrial activities to the north. As stated in the Comprehensive Plan, the Campus Employment designation is intended to promote industrial and office parks with high amenity value including landscaping and open space. The emphasis on landscaping and open space provides the opportunity for a clear transition between urban and rural land by taking advantage of the natural and built landscape features in site design.

Policy 1.9.3 Urban Growth Boundary: Use the regional UGB, a long-term planning tool, to separate urbanizable from rural land, based in aggregate on the region's 20-year projected need for urban land.

Finding: The southern boundary of the property affected by the proposed Comprehensive Plan map amendment is coterminous with the urban growth boundary. The area south of the urban growth boundary is designated rural reserve by Washington County. As such, the urban growth boundary establishes the long term boundary between urbanizable and rural land. Under current state law, rural reserves are intended to protect rural land from urban use for a 50-year period of time.

Policy 2.4.1 Consistency Between Land Use and Transportation Planning: Ensure the identified function; capacity and level of service of transportation facilities are consistent with applicable regional land use and transportation policies as well as the adjacent land use patterns.

Finding: Development anticipated within the proposed Campus Employment area is expected to increase traffic volumes above what is anticipated in the Forest Grove Transportation System Plan. This will impact the Highway 47/Elm Street intersection. The Transportation System Plan shows that the volume to capacity ratio will exceed 0.99 by 2035. The TSP includes a project to improve operation of the intersection. The intersection meets preliminary traffic signal warrants as noted in the TSP. Signalization could improve operation of the intersection to acceptable standards. Signalization requires ODOT approval as owner of Highway 47.

The proposed Comprehensive Plan amendment is also consistent with Metro Code Section 3.07.1120 (Planning for Areas Added to the UGB). Under this Metro Code section the city responsible for comprehensive planning shall adopt comprehensive plan provisions and land use regulations for an area added to the urban growth boundary. This includes assigning a specific plan designation to the area.

Finding: The proposed Comprehensive Plan amendment will result in designating the area added to the urban growth boundary Campus Employment. Assigning a comprehensive plan designation to the subject property addresses the requirement of Metro Code Section 3.07.1120 that the city responsible for comprehensive planning adopt a plan designation for new urban growth areas. Adopting the plan designation allows the City to zone and apply land use regulations to the property upon annexation.

The purpose of Metro Regional Framework Plan Land Use Policy 1.5.3 is to ensure that all neighborhoods and all people have access to opportunity and share the benefits, as well as burdens, of economic and population growth in the region. The recommended expands local opportunities for employment. As such, the amendment furthers the intent of Policy 1.5.3 by promoting employment for Forest Grove residents so that residents participate in the benefits of a strong local economy.

The Metro 2040 Growth Concept, implemented through Metro Regional Framework Plan, encourages the mixing of various types of employment. The Campus Employment Comprehensive Plan designation and corresponding Business Industrial Park zone allows for a variety of employment activities meeting employment needs identified in the City's Economic Opportunities Analysis adopted in 2009. Such uses include industrial services, manufacturing, call centers, research and development, warehousing, wholesale sales, office, and limited retail. These activities meet the intent of the Metro 2040 Growth Concept.

#### 4. Metro Regional Functional Plan and Regional Transportation Functional Plan

Finding: The recommended Comprehensive Plan amendment is consistent with Title 4 of the Metro Regional Functional Plan. Title 4 addresses industrial and other employment areas in the regional. The purpose and intent statement of Title 4 promotes a strong regional economy. To improve the economy, Title 4 seeks to cluster activities in proximity to one another rather than in dispersed locations. The recommended amendment provides an opportunity to zone land near existing industrial areas to provide complementary employment activities. Such activities include industrial services, warehousing, and uses serving employees working in industrial areas.

#### Regional Transportation Functional Plan

Finding: Title 5 of the Regional Transportation Functional Plan addresses amendments of City and County Comprehensive and Transportation System Plans. Under Title 5, when a city or county proposes to amend its comprehensive plan or its components the city or county shall consider certain strategies as part of the analysis required by the Transportation Planning Rule (OAR 660-012-00060). These strategies include:

- A. Transportation System Management strategies including localized transportation demand management, safety, operational and access management improvements;
- B. Transit, bicycle and pedestrian system improvements;
- C. Traffic-calming designs and designs.
- D. Land use strategies in OAR 660-012-0035(2) to help achieve applicable thresholds and standards.
- E. Connectivity Improvements to provide parallel arterials, collectors or local streets that include pedestrian and bicycle facilities, consistent with the connectivity standards in the RTP in order to provide alternative routes and encourage walking, biking, and access to transit.
- F. Motor vehicle capacity improvements, consistent with the RTP Arterial and Throughway Design and Network Concepts.

Each strategy is discussed below in turn.

- A. Transportation system and demand management strategies are identified in the Transportation System Plan. Appropriate measures to mitigate potential traffic impacts resulting from the proposed Comprehensive Plan amendment will be considered during the development review process. The TSP identifies safety and operational improvements to the Highway 47 and Elm Street intersection to mitigate potential traffic impacts. Such improvements will be considered during the development review process. Improvements to the intersection will require ODOT approval as owner of Highway 47.
- B. Improvement to Elm Street to accommodate pedestrian and bicycle circulation will be considered during the development review process.
- C. Not applicable.
- D. OAR 660-012-0035(2) establishes a process for evaluation of transportation system alternatives to meet identified transportation system needs. The TSP includes two projects to address transportation needs in the vicinity of the area affected by the proposed Comprehensive Plan Map amendment. These projects are the Highway 47/Elm Street intersection improvement and Taylor Way extension. Since the TSP currently includes projects addressing transportation needs in the area no further evaluation is necessary since no additional projects are proposed.
- E. The TSP identifies an extension to Taylor Way. This local street extension will provide improved connectivity to the site.
- F. This strategy is not applicable to the proposed Comprehensive Plan amendment.